Panel 13 : Public Administration

The Importance of Human Resource Management to Improve Competitiveness Indonesia Citizens in Facing the ASEAN Economic Community

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Abstract

The ASEAN has established in 1967, in order to promote economic growth, social progress and cultural development of its member countries, to promote peace and stability at the regional level, as well as increasing the opportunity to discuss the differences between its members with peace. This study aims to examine the importance of human resource management in Indonesia in facing The ASEAN Economic Community. The concept of ASEAN economic community was introduced in 2015. Today, The ASEAN States must have the best strategies to use the ASEAN Community become their opportunity in developing their country to be much better. It also becomes a new challenge for ASEAN states which They must compete each other in many aspects for example knowledge and skill of human resource that they have all this time. One of the ASEAN states which have potential of human resources is Indonesia. Indonesia has been one of the least known countries despite having the fourth largest population in the world. Human resource management has been rare and limited mainly to labor economics and macro level human resource development. To examine the level of human resources in Indonesia, I conducted literature study on relevant previous research and statistical data. The interest in Indonesia has grown in the wake of major political and economic crises it has suffered since the Asian crisis in mid-1997. There is also an increasing awareness that Human Resources Management will be an important factor in shaping the future of the country. Therefore, despite that The ASEAN economic community may bring greater benefit for Indonesia. this issue of The ASEAN economic community remains difficult in Indonesia due to many challenges and obstacles on several dimensions

**Keywords:** human resources management, competitiveness, the ASEAN community

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Introduction

The Association of Southeast Asian Nations (ASEAN) was founded in 1967 with the purpose of establishing a firm foundation for common action to promote regional cooperation in South East Asia in the spirit of equality and partnership and thereby contribute towards peace, progress and prosperity in the region. It comprises ten (10) countries of Southeast Asia (ASEAN, 2015). ASEAN was proclaimed a Community through the Declaration signed by the ASEAN Leaders during the 27th ASEAN Summit, 2015. The ASEAN 2025 calls for the ASEAN Community in forging ahead together, working towards a community that is politically cohesive, economically integrated and socially responsible (ASEAN, 2015).

The ASEAN Community is often presented as a house that is already built, so the members can enter on the last day of 2015 by turning a key (ASEAN, 2015). But in truth the ASEAN Community is an idea, a set of plans, and some work-in-progress. The eventual shape of the Community will depend on the contributions of Indonesia and other members in the years to come. At present, that is far from clear and certain (UNDP, 2014). What is certain that the ASEAN Community is a complex, ambitious, and visionary project - a step into the unknown. And the unknown can excite both hopes (agree) and fears (aware). This figure showed awareness and perceived benefit from ASEAN Community (UNDP, 2014).

Figure 1. Awareness and Perceived Benefit Index among ASEAN States.
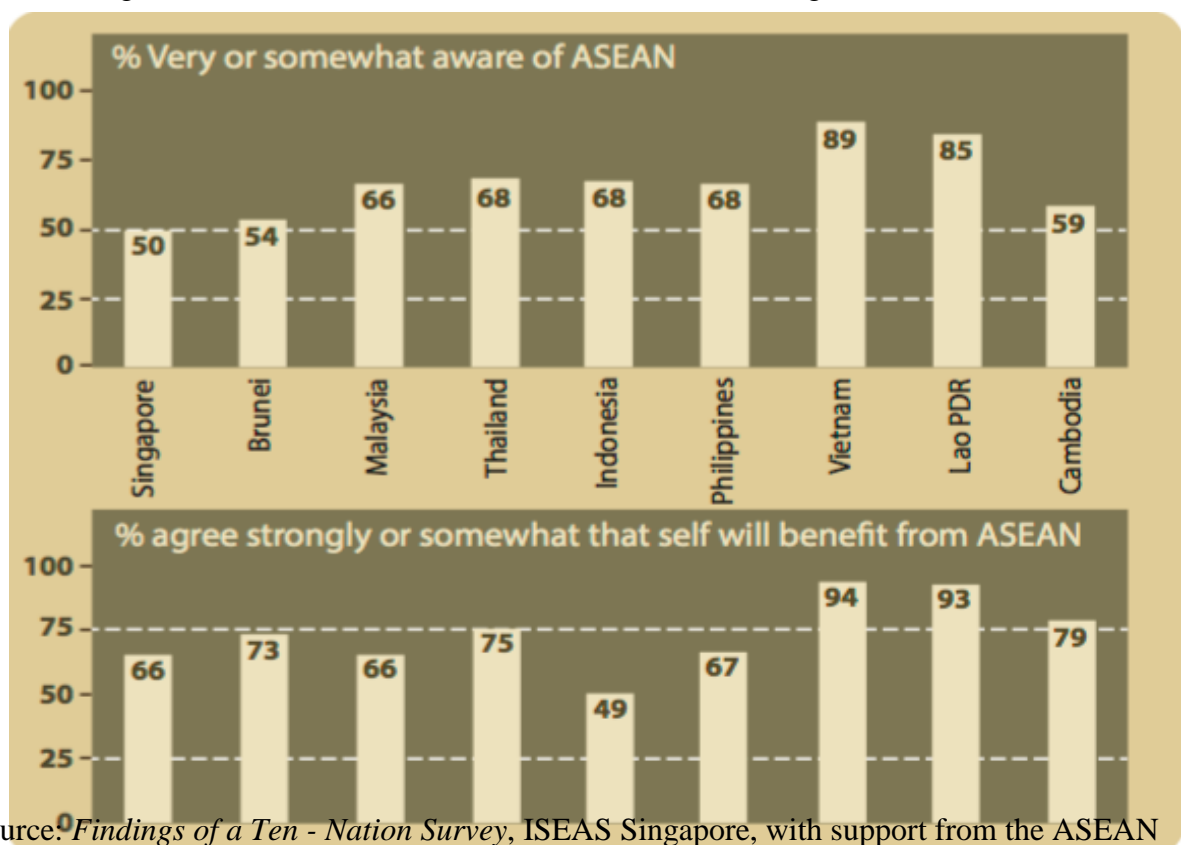
Source: *Findings of a Ten - Nation Survey*, ISEAS Singapore, with support from the ASEAN Foundation, 2008.

Because of that, one important aspect that needs to be prepared quickly in facing this awareness of ASEAN Economic Community is competent human resources (UNDP, 2014). The quality of human resources is a critical success factor for development and progress of a nation. The labor of ASEAN Economic Community countries that have higher job competence, of course, will have a greater opportunity to gain economic advantage in The

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ASEAN Economic Community (Rimandasari, 2014). Thus, Indonesia should strive earnestly to improve the quality of human resources and catch up with other countries, particularly in the ASEAN region. Improving the quality of human resources should be directed towards the mastery of science and technology to support economic activity in order to be more competitive. Fulfillment of quality human resources and superior for mastering science and technology will affect the structure of the industry in the future. And if the above objectives can be met, it will be the stronger industrial base that is being built and developed in Indonesia, which in turn will drive the transformation of economic structures more quickly (Rimandasari, 2014).

Conceptual Framework
Human Resource Management
      Basically, Management can therefore be defined as the art and science of coordinating activities within a firm, via a process of managerial decision-making, including areas such as finance, operations, sales and marketing, and human resources (J. Coyle-Shapiro, 2013). Human Resources management can in turn be defined as: 'The process of analyzing and managing an organization's human resource needs to ensure satisfaction of its strategic objectives' (Hellriegel, Jackson, Slocum and Staude, 2009 as cited by J. Coyle-Shapiro, 2013) and 'The policies and practices involved in carrying out the "people" or human resources aspects of a management position, including recruitment, screening, training and appraising' (Dessler, 2007 as cited by J. Coyle-Shapiro, 2013).

Competitiveness
      Michael Porter's theory of the competitive advantage of nations provides a sophisticated tool for analyzing competitiveness with all its implications. Whereas, Michael Porter's competitiveness theory mentioned about Factor conditions which being the inputs that affect competition in any industry comprise a number of broad categories (FRĂSINEANU, 2008):

    a. Human resources: the quantity, skills, and cost of personnel (including management);
    b. Physical resources: the abundance, quality, accessibility, and cost of the nation's land, water, mineral, or timber deposits, hydroelectric power sources, fishing grounds, and other physical traits.
    c. Knowledge resources: the accumulated scientific, technical, and market knowledge in a nation in the sphere of goods and services
    d. Capital resources: the stock of capital available in a country and the cost of its deployment;
    e. Infrastructure resources: the characteristics (including type, quality) and the cost of using the infrastructure available

Research Methods
      This research is library research with data collection was conducted through literature review by collecting various journal articles, websites, reports and books. The collected data were then described and analyzed to satisfy the research purposes.

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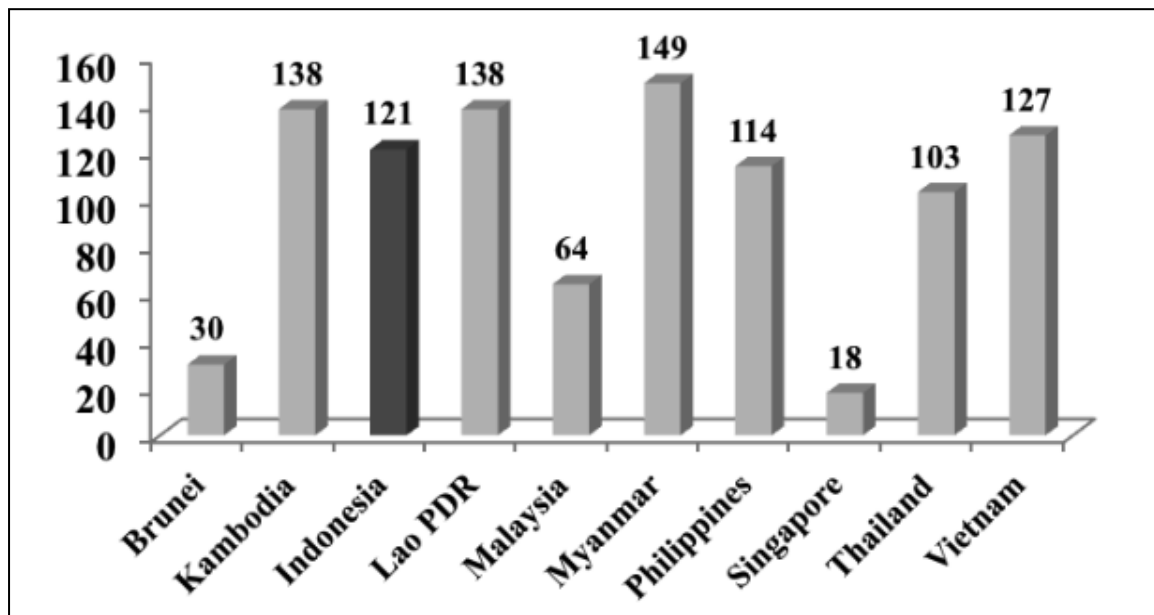
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Result and Discussion
The Indonesia Human Development Index

The HDI is a summary measure for assessing long-term progress in three basic dimensions of human development: a long and healthy life, access to knowledge and a decent standard of living. A long and healthy life is measured by life expectancy (UNDP, 2015). Knowledge level is measured by mean years of education among the adult population, which is the average number of years of education received in a life-time by people aged 25 years and older; and access to learning and knowledge by expected years of schooling for children of school-entry age, which is the total number of years of schooling a child of school-entry age can expect to receive if prevailing patterns of age-specific enrolment rates stay the same throughout the child's life. Standard of living is measured by Gross National Income (GNI) per capita expressed in constant 2011 international dollars converted using purchasing power parity (PPP) rates (UNDP, 2015).

Indonesia's HDI value for 2014 is 0.684 which put the country in the medium human development category positioning it at 110 out of 188 countries and territories. Between 1980 and 2014, Indonesia's HDI value increased from 0.474 to 0.684, an increase of 44.3 percent or an average annual increase of about 1.08 percent (UNDP, 2013). But, Indonesia's position is still extremely apprehensive, compared to the countries such as Singapore, Brunei and Malaysia which are placed in the top positions based on the graphic 1. It indicates that the government capacity to push the quality of development to improve the standard of living, education, income, and health becomes a necessity (OECD, 2009). Since HDI is the basic index to measure the human resources' quality.

Because of that, one important aspect that needs to be prepared quickly in facing this awareness of ASEAN Economic Community is competent human resources (UNDP, 2014). The quality of human resources is a critical success factor for development and progress of a nation. The labor of ASEAN Economic Community countries that have higher job competence, of course, will have a greater opportunity to gain economic advantage in The ASEAN Economic Community (Rimandasari, 2014). Thus, Indonesia should strive earnestly to improve the quality of human resources and catch up with other countries, particularly in the ASEAN region. Improving the quality of human resources should be directed towards the mastery of science and technology to support economic activity in order to be more competitive. Fulfillment of quality human resources and superior for mastering science and technology will affect the structure of the industry in the future. And if the above objectives can be met, it will be the stronger industrial base that is being built and developed in Indonesia, which in turn will drive the transformation of economic structures more quickly (Rimandasari, 2014).

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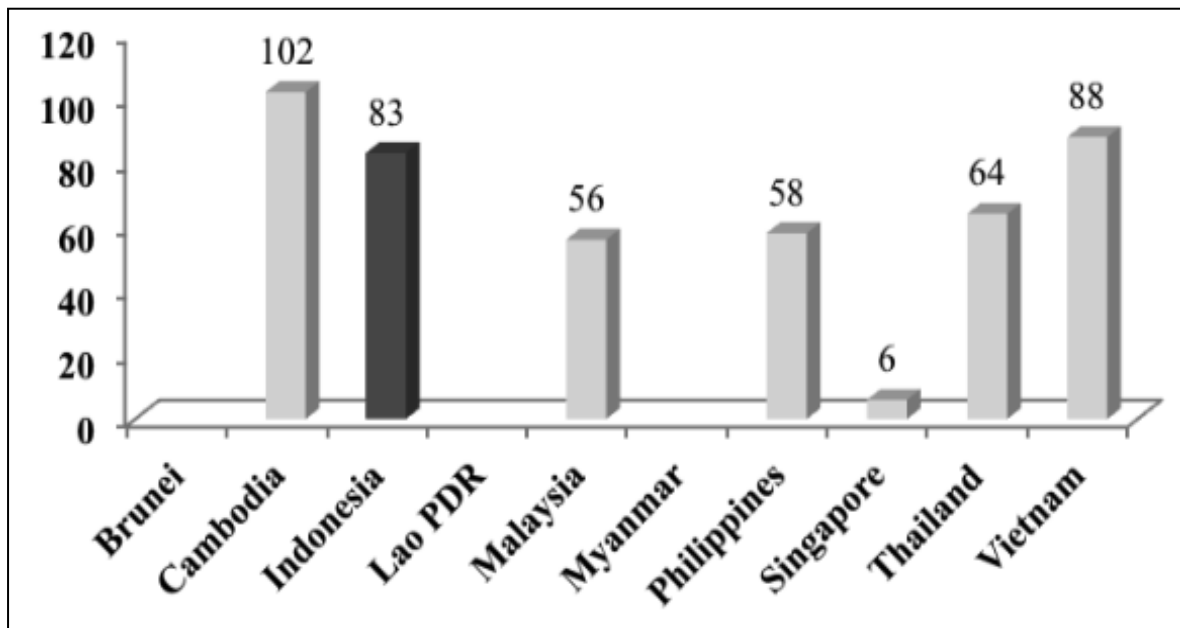
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Graphic 1. Human Development Index 2013

Source: UNDP (2013)

The Indonesia World Knowledge Competitiveness Index

In general terms, higher levels of R&D activity most often define knowledge-based sectors. Consequently, knowledge-based sectors have a higher potential for innovation, as a result of research and development (European Comission, 2007). The position of Indonesia's competitiveness on the global knowledge is still low which is in the 83rd position, far behind Singapore (6), Malaysia (56), Philippines (58), and Thailand (64). There has not been significant progress on the efforts made by the Indonesian government in developing the global knowledge, compared to the other ASEAN member countries. The human resource development, especially in education, is not that much oriented to strengthen the creation, transformation of ideas for community problem solving, and development of technology products to meet market needs (United Nations, 1997). According to this data, Indonesia still needs to improve its quality in education as it is the escalator of one nation's economy, unless it will be difficult for Indonesia to compete with the system of global labor market competition.

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Graphic 2. Global Knowledge Competitiveness Index 2008

Source: CFORIC (2008)

The Indonesia Global Innovation Index

According to the publication of Global Innovation Index, there are three arguments that form the basis of the importance of measuring the level of innovation in a country are (WIPO, 2015): *Firstly*, innovation is important for driving economic progress and competitiveness for both developed and developing economies. Many governments are putting innovation at the center of their growth strategies. *Second*, the definition of innovation has been broadened it is no longer restricted to research and development laboratories and to publish scientific papers. Innovation is more general and horizontal in nature, and includes social innovations and business model innovations as well as technical ones. *Lastly*, recognizing and celebrating innovation in emerging markets is seen as critical for inspiring people especially the next generation of entrepreneurs and innovators.

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Graphic 3. Global Innovation Index ASEAN and 4 East Asia Countries 2014

Countries	GII Score	Ranking (number of countries: 143)	Efficiency Ratio
Singapore	59,24	7	0,61
Korea	55,27	16	0,78
Japan	52,41	21	0,69
China	46,57	29	1,03
Malaysia	45,60	33	0,74
Thailand	39,28	48	0,76
Vietnam	34,89	71	0,95
Indonesia	31,81	87	0,96
Phillipines	29,87	100	0,81
Cambodia	28,66	106	0,74
Myanmar	19,64	140	0,71

Source: The Global Innovation Index (2014)

It is clear that the competitiveness level in Singapore is the highest in the Southeast Asia region, moreover Singapore was placed in a higher rank in GII compared to NICs in Asia, such as Korea and Japan. Meanwhile, Malaysia ranked second following

Singapore in Southeast Asia region. The problem why Indonesia's index is considerably weak compared to other countries is situated on its low supporting capacity development and incentive (JLIFAD, 2011).

The Indonesia Strategy in Facing The ASEAN Economic Community

Increasing the capacity and quality of a nation through the development of superior human resources is a common task in creating a nation strong and prosperous country. Through superior human resources, strong and good quality physically and mentally will have a positive impact not only on improving the competitiveness and independence of the nation, but also to support national development (Tarigan, 2015).

In this regard, there are some things that should be the top priority in the development of human resources quality among other things, the first is a good education system and quality. To achieve this, the necessary restructuring of the

education system as a whole, especially with regard to the quality of education, as well as its relevance to the needs of society and the world of work. The government in this regard has an important role in organizing the education system effectively and efficiently, oriented on the mastery of science and technology, as well as evenly distributed throughout the country.

The second is to strengthen the role of religion in the social life of society in order to strengthen the nation's identity and personality (character building). The third is capacity building through training, competence, training and others. Professional and skilled manpower according to the demands / needs of the market is a factor of the superiority of a nation in the face of global competition. Government plays an important role in preparing strategic programs to produce qualified human resources and ready to enter the job market. Lastly, is the promotion and development of society, especially the younger generation. As the main pillar in the wheel of development, the empowerment of the young generation is expected to create a generation of creative, innovative and highly competitive. Characteristics of youth such as this is expected to contribute and win the global competition (Tarigan, 2015).

Conclusion

The ASEAN Community has established in 2015, in order to improve the economics level among ASEAN states. Besides, The ASEAN Community also become a new challenge for ASEAN states include Indonesia. There are three aspects that Indonesia has to face in improving the competitiveness of human resource Indonesia which are The Indonesia Human Development Index, The Indonesia World Knowledge Competitiveness Index, and The Indonesia Global Innovation Index. Besides, Indonesian government has to think about the best strategy in facing The ASEAN Economic Community for example education side, identity, development of society or The Indonesian generation.

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The Potentiality of Local Government's Staff in Community Development

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Abstract

This research aims to study the potential of the staff of the Subdistrict Administrative Organization) SAO(towards a supporting for the participation of citizens in community development. This research is a qualitative research using in-depth interview and observation for collecting data. The community areas of study are chosen 1 each of large, medium and small size of the SAOs within Chiang Rai Province, namely Wiang Subdistrict, Rimkok Subdistrict, and Pongpha Subdistrict. In this research, there are 45 research key informants consisting of three groups: 1) executive and administrators of the SAOs, 2) community leaders and 3) people who are representatives within the communities. The results of the study indicated that the staff of the SAO from three subdistricts still had limited of better understanding on their roles. Moreover, those staff, sometimes, also faced difficulties in performing their obligations by using their leadership skills in supporting the participation of the citizens to community development. In addition, it was noted that even though the staff of the SAOs were recognized and trusted by the citizens within the community, the acceptance level was still only moderate. This is because some young SAO staff who have less experience remain having limited leadership skills, comparing to senior staff. So, when they work, it takes a longer time for them to make decisions when working

Keywords: Citizens Participation, Community Development**,** Potentiality, Subdistrict Administrative Organization (SAO)

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1. Introduction

Subdistrict Administrative Organization (SAO)[1], which was promulgated in the *Tambon Council and Tambon* Administrative *Authority Act,* B.E. *2537* was established under the decentralization policy. The Act was affective a year later on March 2, 2538. The aim of the act was to establish a government agency at local level to provide better goods and services to people in a local area. Besides, establishing the SAO also enhanced its central government to be able to solve the problems of the locality faster. This is because the SAOs are governmental organizations at foundation stage and it is close to local people the most, comparing to other government level in the county. As a result, main responsibilities of the SAOs then are to develop communities in different areas, such as economy, society, and culture.

Subdistrict Administrative Organization under Decentralization in Thailand

Even though decentralization in Thailand was first introduced 1897, the Thai government remains paying attention to centralization and ignore decentralization and its local government (Dhiravegin, 1996, p. 255). However, after 1995, the Thai government initiated decentralization as to allow local government to play a significant role in national administration. As a result, it is necessary for the SAOs'staff to practice over times, so they could provide goods and services more effectively.

During 1997, the Constitution of the Kingdom of Thailand was promulgated and it stated an issue regarding decentralization, which included power transmission to the local people and to enable them to participate in policy making (Woothisarn, n.d., p.2). As a result, the SAO which was established in 1995 under the *Tambon Council and Tambon* Administrative *Authority Act,* B.E. *2537* became a local government at foundation stage that has a main role in community development.

Being as a unitary state, Thailand's national administrative has three levels, central, provincial and local governments. In the case of the Subdistrict Administration Organizations, it is under supervised from central and provincial governments to function an efficient local organization (Phong-ngam, 2006, p.7). And because the SAO is the local organization that is close to local people, it is then seen as one of the most important mechanisms improving and developing remote areas.

However, while the government's decentralization policy was promoted and encouraged the SAO to work in fulfilling what the government expected, in practice, the SAOs' staff have to work under supervision of the appointed government officials set by the central government. From this, the policy that the government aimed to promote decentralization entire country could not work concurrently with an approach the Subdistrict Administration worked. As a result, there was a possibility that the Subdistrict Administration Organizations staff could work straggly or even lack of capability to carry out policy.

In the case of main obligation of the SAO to develop local communities, in relation to the Tambon Council and Tambon Administration Organisation Act of 1994 (No. 3, 1999), section 66, part 3, the SAOs statutory functions are to provide service, as well as to develop their subdistrict in the economy, society, and culture. Under section 67, part 3, the following are the SAOs' obligatory functions:

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[1] It was first established under the name of Tambon Administration Organization (TAO).

- Provision and maintenance of public transport infrastructure both of water and land transportation;
- Provision and maintenance of public sanitary services (roads, waterways, walkways and public spaces and the disposal of waste;
- Provision of prevention and eradication of epidemic diseases;
- Provision of surveillance of public safety;
- Provision of promotion of education, religion and culture;
- Provision of promotion of the development of women, children, youth, elderly people and people with disabilities;
- Provision of protection and preservation of natural resources and the environment;
- Provision of preservation and maintenance of arts, traditions, local wisdom, and local cultures;
- Performance of assignments from government agencies by allocation and distribution of appropriate revenues.
  In addition, the SAOs may work in the following obligations:
- provision of water for consumption, utilities and agriculture;
- provision and maintenance of electricity, or of light by other means;
- procurement and maintenance of sewage systems;
- The procurement and maintenance of meeting places, sports, public recreation spaces and facilities and parks;
- Provision of agricultural groups and cooperatives;
- Provision of promotion of family industry;
- Provision of preservation and promotion of citizen's occupations;
- Preservation and maintenance of public properties;
- Gaining advantages and profits from SAOs' properties;
- Provision of market places, ports and ferry services;
- Maintaining government enterprises;
- Tourism;
- City Planning (Office of the Council of State of Thailand, Office of the Prime Minister, The Tambon Council and Tambon Administration Organisation Act of 1994 (No. 3, 1999), section 66 and 67, part 3.)

With the above obligatory functions, both staff and organization were indeed required more practice and organize. To say in other words, while some SAOs staff lacked of practice and had limited knowledge and skills in their particular work , other factors like numbers of several responsibilities, limited budget and autonomy provided by central government also affect a capacity of the SAO to work more effectively.

For example, Edwards described is that it is very changeling that policy implementer could put the policy in to practice effectively from the beginning though the end. This is because while implementing the policy, those bureaucratese or policy implementer occasionally face difficulties influent by the ability of them to interpret the policy, how well and how complete staff could communicate to one another, how good attitudes they have, and how good administrative structure they have. With these variables, there possibly affect the performance and policy implementation efficiency (Edwards, 1980, p. 134).

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Subdistrict Administrative Organization and Community

Because the SAO is established to development a local community, then for the SAO's staff to work successfully, besides the staff's experience and knowledge to assist them to work well, other factors that the SAOs require are staff' leadership skills and local participation.

According to the SAO, it is acknowledged as a government's official representative. That means the SAO staff must work as a community leader. They have to create activities as well as to work in fulfilling the community's needs. Aside from, another approach that they have to concern is that they have to provide services to the community members, so they could have a better quality of lives. From this, their works then require their ability to make decisions, planning policy, dealing with problems and seeking for solution if needed. With this, they have to enhance their capacity by enhancing themselves to work professionally.

However, obstacles encountered by the staff of the SAO that they require of the sophisticated knowledge, professional experience and leadership skills. Therefore, the community development could be promoted genuinely. From this in order to make community member and SAO staff to contribute themselves to the development of their communities, two main areas that need to concern is 1) development of leadership skills of the SAO staff and 2) understanding and encouraging of public awareness in local participation.

Objectives of the study:

1. To learn about the potential and the role of Subdistrict Administration Organization (SAO) to support the participation of citizens in community development.
2. To prepare guidelines for the empowerment of Subdistrict Administration Organization (SAO) in order to support people in developing communities.

2. Methodology

Participants

This study is a qualitative research which is emphasized on the area of SAOs in Chiang Rai Province. The populations of the study are divided into two parts: government agencies which are referred to the staff of SAOs in three levels, large, medium and small and community members who live within Chiang Rai Province.

Selecting Samples

3 SAOs were selected from all 70 SAOs in Chiang Rai province. Purposive sampling and simple random sampling techniques were used. In order to allow for the consideration of the impact of the size and scale of the organization on the potential of SAOs staff in community development, a selection of one of large, medium and small SAOs were selected. With three SAO samplings, they allow the researcher to focus more in interview and observing methods which were taking a longer time than using a questionnaire. However, a simple random sampling was still considered to use in selecting medium and small SAOs, with only one large SAO, then there was no sampling to be required.

The one medium and one small SAOs were identified, first, according to their revenue, then ranked and numbered. For the medium SAOs one, there were identified from 1-2 and the small ones were identified from 1 to 67 respectively. Using a simple ballot, one medium SAO (Rimkok Subdistrict) and one small SAO, (Phongpha Subdistrict) were selected, while the one large SAO was Wiang Subdistrict.

Data Collection

The principal sources of primary data were interviewed and observed with two main groups' key informants within the selected SAOs with responsibility for and experience in community development. The observation was also extended to the community members when participating in several activities within their own communities. Specifically, these two groups of participants, SAO staff and community members, were drawn from those in the following roles:
1. Administrative heads;
2. Planning officials;
3. Elected community leaders;
4. Elected community members who were nominated from the representative of the village.
The samples consisted of 45 people, divided into 15 Subdistrict officers (5 officers each Subdistrict and the 30 community members (10 people each Subdistrict).
On the one hand, in-depth interviews explored their accounts of having to assume greater responsibility for decision-making and service delivery for a community development at a local level, where there had been success, where there had been failures, and their explanations for these. These responses were analyzed with a view to obtaining insights about the theoretical propositions derived from the review of literature on policy implementation.
On the other hands, observation community member when participating community activities allowed the research to understand deeply about their behavior in responding to community development performed by the SAOs.

The Research Procedures

After the researcher studied a background information and a study of related theories, the questions for the in-depth interviews and focus group interviews were designed as to seek for evaluating the information regarding to the SAO's plan to create community development, and attitudes and willingness of the community member to participate in the SAO's plan to their community development. The research procedures can be divided into three stages as follows:

Stage 1: to survey basic information about community plan of three level of SAOs:
1. Wiang Subdistrict Administrative Organization, Muang district (Large size);
2. Rimkok Subdistrict Administrative Organization , Muang district (Medium size); and
3. Pongpha Subdistrict Administrative Organization, Maesai district (Small Size)

With the purpose of provoking the information from both groups of participants: SAOs and community members, focus group and in-depth interview are used. The focus group and in-depth interview topics are formed into questions. The areas of questions are involved with issues regarding to creating of community awareness of community member in participating of program and plan organized by SAO on the community development.

Stage 2: to study approaches in creating awareness of community members of selected SAOs, in Chiang Rai Province in community development

There is a synthesis form used to study approaches in creating awareness of community members of selected SAOs in Chiang Rai Province in a community development. It is to evaluate several factors perceived from the first stage with the related theories.

Stage 3: to explore the solutions for selected SAOs in Chiang Rai Province to create better awareness of community member in a community development

According to the research data quality, the researcher used a Test Retest reliability by launching the same interview question to those same group of research key informants on two separated occasions. Then the data was referred to the first time the key informant provided as to find a correlation.

In addition, all factors identifying as factors influencing effective community awareness of selected Organization in Chiang Rai Province in a community development are listed to find solutions.

3. Results

According to the study, it was found in two main aspects as follows:

1. The potential and the role of Subdistrict Administration Organization (SAO) to support the participation of citizens in community development.

To be revealed, SAO had a potential to support the participation of citizens in community development. With the cooperation in the organization consisting of the all SAO staff, they could create management and local activities by allowing local members to participate which should be well responded from the local communities members. This could enhance their potential of SAO in organizing their obligations. Because the more local people participated, the more they could provide better goods and services. It was also to fulfill those local members' needs.

In some practical circumstances, however, some of SAO staff explained further that even though they understood their role in community development, the SAO staff eventually found it difficult in order to fulfill their roles. This was because some of their works which related to boosting awareness of community members required sometimes as initiating from the insight of the members. If the SAO staff rush too much, their plan in community development could not launch. Sometimes, the plans could launce, but it could not continue sustainably. As a result, the potential of the SAO staff in their performance was not as efficient as it should be.

In the case of SAO staff's leadership skill, it was founded that those staff still having a difficulty in practicing and applying their leadership skill to their works. This was because their work was under a chain of command that staff who held a higher position was the one who always make a decision. Since those SAO staff had to work hierarchically, sometimes, it would be challenging to high position staff to respond to all needs requested by the community members. To say in other words, it was a better practice if all staff or relevant staff who work in the field could take part as decision makers. Therefore, the SAO's obligations in community development could be more effective.

Community members

Consistent with the study, it was seen that community leaders understood that their role was significant and it was not only to facilitate the SAOs' staff to provide good and services to the community members, but also acted as community's coordinators between the SAOs and the members within communities. This made them attempt to encourage their local members to share their needs and opinions. Consequently, it led to the cooperation between the SAO staff and local community members. They were also aimed to develop their community.

However, after the SAOs played an important role at local level, there was the major issue needed to be considered. That was the conflict between the community leaders and SAO staff. From the study, even though the community leaders were still seniors who the community members pay respect, the SAOs were actually key actors that implement community development plans, but the old fashioned community leades.

In accordance with the Constitution of the Kingdom of Thailand B.E. 2540, the community leaders (Kamnan and Phuyaibaan)' roles at local level were set to be more limited. As a result, there were difficulties between the community leaders (Kamnan and Phuyaibaan) and the SAOs as referred to involve a lack of cooperation as well as to the negative attitudes between them.

To explain this, there remained several community members who were concerned about the traditional form of local community leaders. Since the provision of the Constitution Kingdom of Thailand in 2540 stated that the old system which the community member accustomed to had not adapted to the new role of the SAO, the SAO staff, therefore, were challenging to build an understanding of their new role at local level as well as gaining acceptation and trust from the community members.

2. The guidelines for the empowerment of Subdistrict Administration Organization (SAO) in order to support people in developing communities

It was found that even the SAOs had potential and role to support the participation of citizens in community development, it is recommended to encourage all stakeholders like SAO staff, leaders, and community members to participate in the communities development. That was to say, they recognize their roles and perform their role properly. Moreover, they also realize that they have to work hard on public welfare as to serve every local member to have a better life standard.

4. Discussion and Conclusion

Under a concept of decentralization, the main purpose of local government was not only providing goods and services to the locality, but also assists its higher government which in the case referred to the central and provincial governments to work more effectively. Therefore, local government then became a government organization that plays a significant role in national administrative system.

In the case of the SAOs, from the study, there were still some SAOs'staff who had difficulties in understanding their roles. For example, sometimes, the staff were unsure about a scope of their authority under a government's decentralization policy in community development. They, sometimes, even avoided making a decision at some stages as to prevent problems that may occur in the future. The result was staff could not fully work as they are expected to do so.

In addition, with numbers of staff that had different ranks of understating their role working in the community, it showed that there were several times that staff could not work or agree in the same directions. From this, the potential of the SAOs' staff to operate their responsibilities could not be successful and effective as it should be.

Factor in leadership was also important and necessary for the SAO staff in developing their community. This is because the SAO staff need a leadership skill to initiate or encourage an awareness to the community members. The cooperation between the SAO staff and the community members could not come along well if there is no interaction or being accepted from one another. This is because implementing works successfully is complicated.

In addition, the SAO staff must have leadership characteristics that they have to be good communicators. They also need to learn to work collaboratively not only inside, but also outside their organizations, which in this case referred to the community members and other external government agencies. (Edwards, 1980, p. 10), (Sabatier & Mazmanian cited in Barrett & Fudge, 1981, p. 8)

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Philippine Government Structural Reform from Unitary To Federal: Views from Government and Private Sectors

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Abstract

The unitary system of government has been operational in the Philippines for seven decades now but the major issues and challenges that have confronted the country indicate the need to revisit and subsequently change the structure of government that we have. This has been raised by certain of our political leaders including our current President. This study mainly aims to determine the need to change the current system of government of the Philippines to a federal form and whether there is a potential for this government system to be adopted. Conducted among purposively selected 37 informants from Northern Mindanao, this case study utilized individual interview and archival methods in collecting the data. Informed by Ronald Inglebert's Modernization and Post-Modernization Theory and the principles of federalism, the results of the thematic data analysis reveal that among the major issues plaguing both the national and local governments revolve around political instability, economic crisis, and unfavorable peace and order. And a potential strategy to address these issues and concerns is the shift to federal system of government which majority of the informants greatly support. Notwithstanding its perceived advantages however, adoption of the federal system of government is expected to encounter certain difficulties. To promote understanding and support of the proposed federal from of government, it is recommended that political leaders in coordination with the various concerned sectors undertake intensive information and education campaign on the basic assumptions and principles of federalism.

Keywords: government structural reform, political instability, unitary system, federal system.

1.1 Background of the Study

For over four decades, several of our neighboring countries in the ASEAN region have experienced relative peace, rapid growth in their economies and expansion of bigger industries resulting to much better standards of living and enjoying higher per capita income. The Philippines however has been confined to its status as still a developing nation. As this underdevelopment continues in the Philippines, aggravating poverty, socio-political inequities, and rampant nationwide corruption spreading like wildfire, the people's discontent with our apparent ineffective highly centralized unitary government also continue to grow.

The 1987 constitution's design was supposed to reform our political system to remedy our ailing government setup yet it has not enabled its people to genuinely reformat our different agencies to effectively deliver the services. The design continued to sport the ill-fitting unitary system with all control and authority cramped-up in the national government sacrificing the local governments and its constituents, as well as, the business sector and its workers. The dysfunctionality of our political party system and immaturity of our political personalities do not actually work well with this antiquated form of government since it fosters adversity between both houses of congress and the Chief Executive. It has however cultivated a political climate in which blatant corruption,   cronyism and lack of public accountability thrived.

Although considered by many as outdated democracy, the 1987 constitution, mandates the creation of a participatory democracy, development of local and regional autonomy, and promote an active role for civil society in governance, but to a great degree it failed to fully provide and attain such measures, thereby a change of government system is now beckoning. As advocated by many, one of the most promising solutions to these problems is the option of a federal system of government.

Over time, several political and civic leaders have initiated the move for Philippine Federalism, perhaps arguably the most notable is Senator Aquilino Pimentel III. Although political blocs and personalities like former Cagayan de Oro Mayor Reuben Canoy, U.P. Professor Jose V. Abueva are staunch advocates, Pimentel's stature trumps their prominence considering he was a high-profile senator.

Even the Cory Aquino administration recognized then the valid clamor of the people for autonomy by the indigenous communities in Muslim Mindanao and the Cordilleras, thus ushering the creation of the present autonomous regions thru the Local Autonomy Code of 1991. Yet, it is argued that federalism has still remained the most viable solution for these substantial autonomy claims.

Pimentel proposed a 10 state federal system for the Philippines. Four of the states would be located in Luzon, three in the Visayas and three in Mindanao. Then the actual territorial limits for each federal state would have to be defined by the constitutional convention or by a constituent assembly to amend our constitution. For obvious reason, there are some linguistic content in the proposal for states. In Mindanao, there would also be a state called Bangsamoro, for the Moros, or the Muslims as they are better known elsewhere (Special Triple Issue: Themes of the International Conference on Federalism 2002).

Senator Pimentel's advocacy is based on two reasons: one is economic while the other one is for law and order. Firstly, the purpose is to fasttrack the development of the country by not relying on the central government, thus give the localities the chance to define and take control of their own development. Secondly, the adoption of a federal structure is to institute just and lasting peace in Mindanao, and better law and order in the entire country. He believes that this is

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the only way that the government could put an end to the recurrent, age old armed uprising of the Moros in Mindanao where they would get their own Bangsamoro state. Over the years, various modifications have been proposed to amend the Philippine Constitution but nothing happened due to its strong opposition which was the result of weak system of education and campaign of the country (Special Triple Issue: Themes of the International Conference on Federalism 2002).

As for the research proponents, their interest in pursuing this study is anchored on the current and renewed campaign of Davao City Mayor Rodrigo Roa Duterte to undertake major amendments of our present form of government to federalism. It is high relevance of the subject matter coupled with the controversial issue of the BBL (Bangsamoro Basic Law) and the security threat that comes with it that prompted the researchers to undertake a study on the proposed federal system of government of the Philippines.

Apart from the researchers residing conveniently in Iligan City, Lanao del Norte, unverified accounts of Lanao being the birthplace of Philippine Federalism also played a crucial factor in choosing the said city for this initial study. Also, the proposed Bangsamoro Basic Law suggested that Iligan City shall be the port of entry for the region making it a strategic area of research in seeking sustainable and suitable autonomy structure. Furthermore, the result of the study will be used as an empirical basis for future research especially in the larger scope; the provinces and other regions of the entire country.

1.2 Objectives of the Study

This study mainly aims to determine the need to change the current system of government of the Philippines to a federal form and whether there is a potential for this government system to be adopted.

Specifically, it endeavors to determine the following: (1) To determine the problems or issues that confront the current unitary system of government of the Philippines via the local government of Iligan City and the Philippine national government; (2) To determine the extent of awareness as to the proposed federal system of government; (3) To determine the level of acceptance of the proposed federal system of government as replacement of the unitary form of government; (4)To identify the challenges and issues that might confront implementation of adopting federalism as perceived by the constituents; and (5) To create a framework for a federal system of government in the Philippines.

1.3 Significance of the Study

The findings of this study are of highly significance theoretically and methodologically in relation to crafting local and national policies.

In terms of theory, this research attempts to make meaningful connection between the modernization and post-modernization theories. This connection, the researchers argue, are powerful tools in explaining the social change and new paradigm of development in terms of governmental structures.

In terms of methodology, this research provides empirical proofs especially for future studies. In so doing, this research could provide inputs to the government officials in the assessment of the extent of acceptability of the proposed form of government.

Moreover, the findings of this study may provide guidance to the concerned and interested parties on where to focus in order to improve the proposals. Likewise, the study may give the said parties the basic feel of the grassroot sentiments easing the execution of the information drive for the federalism campaign.

1.4 *Theoretical – Conceptual Framework*

The theoretical framework of this study is built on the assumptions of Ronald Ingle Bert's Modernization and Post-Modernization Theory and the principles of Federalism. The core elements of Modernization is that all societies will reach a point, in their development, of diminishing returns, which initiates a move in a new direction. Rising educational levels, occupational specialization, urbanization, and bureaucratization marked the industrialization phase. In addition, it determines certain advancements and sociopolitical changes in industrialize societies. The modernization process in a society is viewed to increase the economic and political capabilities. Through industrialization it gains economic capabilities and the political capabilities through bureaucratization. These developments change a society to move from being poor, to being rich, from low level of security to a society of high level of security. These changes are also eventually reveled and traceable in the culture of a society, e.g. gender roles, attitude towards authority, fertility rates, sexual norms, and political participation (Rinehard, 2006:1-2).

Political leaders of modernity also championed reason as the source of progress in social change, believing that with reason they could produce a just and egalitarian social order. Such beliefs fed the American and French democratic revolutions, the first and second World Wars, and the thinking of many today. The major movements and events of modernity are democracy, capitalism, industrialization, science, and urbanization. The rallying flags of modernity are freedom and flag. (Barret, 1997). Moreover, modernity also opens the minds of the other countries to consider Federal structures. Federalism and decentralization lead towards vertical power-sharing among multi layers of government (Driving Democracy, 2007).

Theoretically, the concept of federalism, according to Mogi (1931 cited in Ifesinachi, 2007) can be said to have originated from ideas on intergovernmental relations which dates back to the Greek civilization, when efforts were made to describe the legal relationships between the leagues and the city states. Additionally, laws are being made both by state, provincial, or territorial governments and by a central government.

The federal principle is not limited to systems representing the conventional federation model but can embody a wide variety of structures, each adapted to a particular polity. It embodies number of principles which include Federalism as Compromise, Democracy and Unity in Diversity (Atkinson, 2004).

The principle of Federalism as Compromise seeks to convey by the image of checks and balances between unity and diversity, autonomy and sovereignty, the national and the regional. It needs also to be flexible enough to allow for periodic adjustments in response to social, political, regional and ethnic pressures. Indeed this flexibility is considered by many to be the hallmark of successful federal states and it has even been claimed that such a constant balancing act leads to greater

The principle of Democracy can take many different institutional forms, differing in their assignment of powers, degrees of representation, and mechanisms used to administer those relations. It is generally agreed, however, that there is considerable correlation between federalism and democracy. Some scholars, 'democratic federalists', go so far as to say that democracy and federalism are 'inextricably intertwined' and that only federations in which democracy is practiced are true federations. From this perspective, federalism, by its nature, tends to bring governments closer to the adoption of democratic principles.

Principles of Diversity through Unity holds that 'the ideal organisation of human affairs is best reflected in the celebration of diversity through unity and that federalism is, in the first instance, a response to pluralistic society. It is suggested, in fact, that 'since every basic aspect of humanity – one's race, one's religion, one's language, one's culture – necessitates the creation of

sub-communities within larger communities', the only means of protecting the autonomy of those groups within a larger whole is through federal ordering. It is often said the main strength of federalism is its capacity to accommodate and reconcile competing diversities within a state. It is the very nature of federalism that it seeks to achieve diversity through unity. What distinguishes federal systems from the unitary state is constitutionally guaranteed regional autonomy (and representation). The three key mechanisms through which federalism achieves diversity through unity are first, the guarantee of regional autonomy; second, the ability for increased participation in and access to the political system; and third, the checks on abuse of central government power by the federal system.

In the light of theories and principles described above, this study will examine the extent of acceptability of Federal form of government of the Philippines among Iligan Constituents. The study is the preliminary assessment of the proposed system of government in terms of its acceptability, level of understanding about the concept and perceived problems in the implementation of the federal form of government.
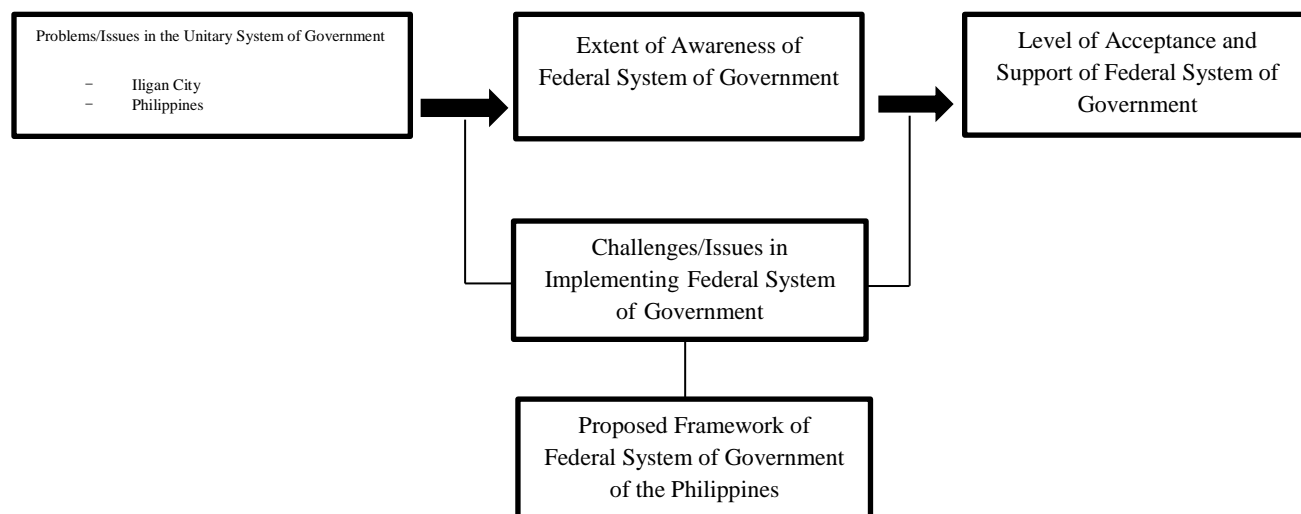

Figure 1. Extent of Awareness and Acceptance of Federal System of Government and variables in the study

II. *RESEARCH METHODOLOGY*

This part discusses the research design and methods used by the researchers in gathering and analyzing the data. Included in this section are the research design, subjects and sampling technique, locale of the study, data gathering instruments and procedure, and data analysis technique was employed in this study.

2.1 Research Design

This study mainly used both qualitative and quantitative approach, but much concentrated to qualitative approach, in-depth interview in particular. Descriptive statistics was used in which the result was analyzed into themes. Generally, qualitative approach analyzes and codes the data for description and themes, interprets the meaning of the information drawing on personal reflections and past research (Creswell 2002, p. 58).

2.2 Subjects and Sampling Technique

The study covered twenty (28) key informants namely; political leaders (city and barangay officials), head government agencies both local and national, civil society leaders and representatives from academe, religious leader, youth, non-government organizations and from the business sectors.

Purposive random sampling technique was employed in the selection of key informants, it involves taking a random sample of a small number of units from a much larger target population (Teddlie et al., 20017). The stratified nature of this sampling procedure is characterizes the probability sampling, whereas the small number of cases typically generated through it is characteristic of purposive sampling. Patton (2002) described this technique as selecting ''samples within samples.'' In selecting the key informants, the researcher randomly visited their respective workplaces and offices or setting an appointment through their secretaries.

2.3 Locale of the Study

This study was conducted in the selected barangays of Iligan City. It is geographically located within the province of Lanao del Norte and is bounded on the north by the three (3) municipalities of Misamis Oriental, namely Lugait, Manticao and Opol, to the south by the three (3) municipalities of Lanao del Norte (Baloi,Linamon and Tagoloan) and the two (2) municipalities of Lanao del Sur (Kapai and Tagoloan II), to the northeast by Cagayan de Oro City, to the east by the municipality of Talakag,Bukidnon; and to the west by Iligan Bay (City Development Plan, 2000).

Apart from the fact that researchers have direct access to the existing political leaders and government agencies, Iligan City was chosen as the locale of this study because of its history. Lanao, the mother province of Iligan City, is alleged to be the birthplace of federalism in the Philippines. An article from the website *www.federalphilippines.com* wrote about such claim, however its original source have yet to be tested of its veracity and authenticity.

As a result to its 1950 Charter, it is governed independent from the Province of Lanao del Norte. Although it is grouped with the said province, it is merely for geographical reference. Iligan, a highly urbanized city, has a total land area of 813.37 square kilometers making it one of the 10 largest cities in the Philippines in terms of land area. It had a population of 322,821 inhabitants in the 2010 census.
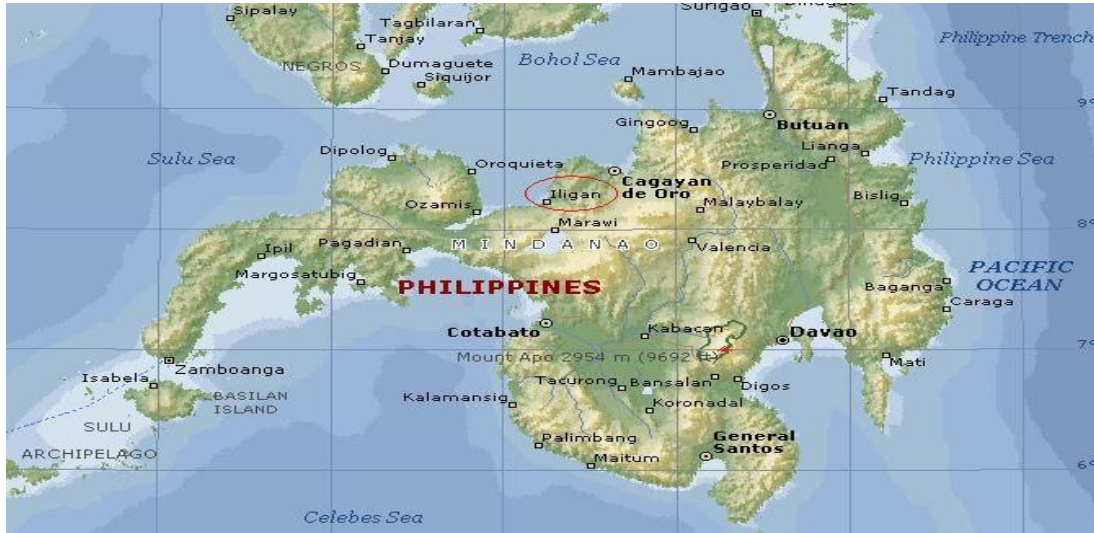
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Figure 2. The Regional Map of Mindanao displaying the location of Iligan Ci
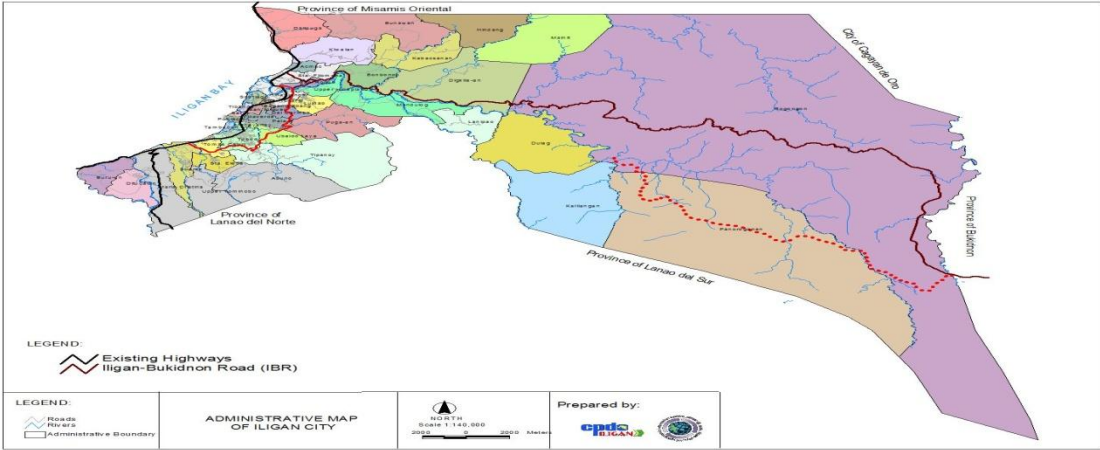

Figure 3. The Administrative Map of Iligan City

Though the city is politically subdivided into 44 barangays, the researchers only focused on the coastal barangays for this study since the largest part of the area is located in the hinterlands.

2.3 Data Gathering Instrument

This study utilized an in-depth interview with the aid of an interview schedule. This interview schedule, containing open-ended and close-ended questions, is the primary instrument in gathering information regarding the key informants' socio-demographic profile and the perspectives on Federal Form of Government. For better understanding of the key informants, the interview schedule prepared in English was translated to Cebuano. Probing and follow-up questions was raised during the interview to clarify the concept of Federalism since some of the key informants were not yet aware of its characteristics and constitutional provisions. To determine the adequacy and efficiency of the interview schedule, this was pre-tested among four (4) of the key informants. Questions were corrected or enhanced based on the pre-test especially items that were unclear, double barreled, or incomplete.

The researchers employed participant observation in gathering important data for research. Participant observation allows researchers to check definition of terms that participants use in interviews, observe events that the key informants may unable or unwilling to share and participate in the interview. Further, the researchers were not able to conduct a focus group discussions among the selected key informants due to some time constraints.

III. RESULTS AND DISCUSSIONS
3.1 General Features of the Federal Form of Government

According to PRIMER ON FEDERALISM by Jose V. Abueva et al., the federal principle refers to the principle that governmental powers and responsibilities may be divided between the federal (national) government and the state (regional and local) governments. Matters that the state governments cannot handle satisfactorily are entrusted to the federal government – and the federal government's authority is limited to those matters.

A federal system involves the establishment of relatively small, coexisting political units that are geographically within the boundaries of economic interaction and territorial reach of the central government. However, the central government is not allowed to extend beyond constitutionally defined limits; while other activities and functions are carried out by separate state-provincial units that co-exist.

Basically, federalism is a system of government whereby independent states voluntarily constitute themselves to form a federation and establish a unified government. Sovereignty is then divided between a central governing power and component yet independent local governments.

In a federal government, the national government is responsible for:
- National security and defense
- Foreign relation
- Currency and monetary
- Citizenship
- Civil, Political and other human rights
- Immigration and customs
- Communications, air, water and railway transportation
- And such other functions that are national in character.

The independent local governments or member states exercise self-rule within their respective territorial jurisdiction without interference from the Federal Government, except in cases involving national interest. These independent states therefore have the autonomy to:

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- Adopt their own set of laws or system of government not contrary to the federal constitution
- Manage and control their natural resources
- Impose taxes
- Establish a judicial system
- Maintain police force
- Exercise such other powers, functions and services that impact directly on the lives of their people.

3.3 Socio Demographic Profile of the Key Informants

Two sets of interview questionnaires were used during this study. Thirty-seven (37) of the key informants were interviewed by the researchers. Majority of the key informants belong to the age bracket 40-60 years old. Twelve (12) of them are female with only six (6) who reached at least college level. Eleven (11) of the key informants are government officials which is one (1) from the city (Councilor Roy L. Openiano) and eleven (11) from the Barangay Officials (Rolando A. Bado, Myla Q. Fuentes, Rodel V. Ocaña, Jimmy S. Sale, Dr. Pedring O. Sabayle, Eric M. Capitan, Emma Dela Cruz and Dr. Angelito P. Abragan) as Barangay Captains and (Rowena H. Seraña, Henry A. Cooper and Galarpe) as Barangay Councilors.

The rest of the key informants are head from government agencies, private businesses, head from youth organization, chairmen from various private sectors and the rest are connected with the academe. In terms of religious affiliation, majority of the key informants are Roman Catholic and others were from Pentecostal or Evangelical churches, as well as Mormons except for one informant with no church connection.

Table 2. Top issues confronting the local governments in various regions and national government of the Philippines

The key informants of this study were asked their views on the top issues confronting the local government of Iligan City and national government of the Philippines. Majority of the key informants (Roy L. Openiano, Rolando A. Bado, Myla Q. Fuentes, Rodel V. Ocaña, Dr. Pedring O. Sabayle, Eric M. Capitan, Dr. Angelito P. Abragan, Rowena H. Seraña, Octavious M. Molo , Alice A. Coronado, Atty. Ranulfo D. Cena, Dr. Tiongco, Dr. Eufemio L. Calio, Rex Y. Razo, Kris M. Honcada, Mia Borja, Ptr. Rholy Epe, Ashlei Castro, Jeane A. Ali, Reuben Canoy, Paul Stuart, Emma R. Dela Cruz and Atty. Jim Hamoy) or twenty-four of them responded political instability as one of the top issues confronting the local government in Iligan City and national government of the Philippines today. Other informants (*Jimmy S.* Sale, Henry A. Cooper, Galarpe and Rody Santos) told us that the top issues next to political are unabated problem of peace and order and economic crisis in the local and national government.

One of the key informants (Dr. Nicole Curato) gave a rather unique response with political administration inutility considering the inefficiency of the local governments to provide easy transactions and inclusiveness of stakeholders in the decision-making processes.

Reasons to whether the Philippines should amend its present form of government.

When the key informants were asked whether the Philippine government should undertake major amendments to its present form of government or support federalism, their opinions varied (see Table 3). Majority of the key informants or 48.6% of them supported the amendment to its present form of government:

"There is a need for the Philippines to undertake major amendments to its present form of government based on the following reasons: to eradicate problem on political dynasty, to promote local autonomy or empower local government unit in terms of managing its own resources, it encourages economic control, it address peace struggle and poor development in Mindanao and it will correct the present form of government."

Another 19% of the selected local constituents or seven (7) of them stated that there is no need to amend the system.

Based on the data, majority of the key informants supported the amendments to its present form of government for the main purpose of attaining local autonomy which resulted to the power of its region to manage its own resources without the intervention from the national. However, a number of key informants claimed that they were satisfied of the present system while a few of them claimed they lack understanding and uncertain whether to amend the present constitution and support the adoption of federal form government.

Castillo (2011), concluded based on his thesis that federalism is appropriate system of government for the Republic of the Philippines for the following reasons: 1) A federal system of government could promote liberal democracy; 2) A federal system of government could create equal opportunities for regional economic development; 3) A federal system of government could help enhance national unity; 4) A federal system is appropriate to meet political challenges faced by the country: a) The Philippines is an archipelago, composed of 7,100 islands across seventeen (17) regions. A federal constitution would help consolidate geopolitical territory through constitutional devolution of legislative, executive and judicial (lower court) powers, thus holding the territory together; b) The Philippine socio-political environment is characterized by a variety of cultural idiosyncrasies not to mention ethnic groups and aboriginals. A federal constitution would help accommodate such idiosyncrasies within the socio-political environment, through the constitutional social contract that decentralizes governmental power, thus enhancing regional development and minimizing regionalism; and c) The Philippines is beset by economic disparities among the regions. A federal constitution would de-concentrate economic forces through local government autonomy and competition by area, thus stimulating chances for a more balanced regional wealth.

Views of key informants on the basic characteristics of federal system of government

Majority of the key informants or twenty one (21) of them viewed federal system of government as distribution governmental powers between the national and constituents units. Another nineteen (19) or 51.35% of them viewed federal as having its characteristics that in amending its Constitution, it usually necessitates favorable action by the national government and the greater majority of the states or provincial government. Moreover, thirteen (13) informants, who believed that the procedure for amending the Constitution is more difficult than the enactment of ordinary laws, and lastly, only few of them believed that federal form of government discourages people participation in public affairs and allows for standardization or uniformity of laws and administration.

Views of key informants based on the differences of federalism from unitary system of government (Set 1 questionnaire only)

Seven (7) of the key informants or 25% said that Federalism is refer to the distribution of governmental powers while unitary is the concentration of powers. Another six (6) of them said that in federalism, every region has a greater political autonomy on managing their own resources in which it also promotes economic control. Moreover, four (4) of them said that federalism characterizes decentralization of governmental powers while unitary promotes centralization of powers. While a few of them said that in unitary system of government, the President has its direct supervision and control over the local government unit in which federalism is involvement among the various constituents. Federalism is individualized while unitary is collective.

Thus, it implies that majority of the key informants' gives more attention to the extent of governmental power that the federal form of government may offer to the region, local autonomy in particular. Majority of them believed that federalism will end the continuing underdevelopment, mass poverty, inequity and social injustice of the country. It enable citizens to freely determine their own affairs, manage their own resources, and have cultural or traditional leaders as political leaders.

	Frequency	Percentage
The Philippines should go back to a strong two-party system.	2	7.14%
Political Dimension	4	14.28%
The local autonomy should be strengthened	2	7.14%
Eradicate political dynasty	2	7.14%
Restore death penalty	3	10.71%
Strict enforcement of law especially in graft and corruption	4	14.28%
Values Formation	1	3.57%
Total	28	100%

Table 3. Dimension of Unitary system of government need to be strengthened

The table above shows that majority of the key informants responded that the present form of government should pay attention to the on-going problem of political system of the country through strict enforcement of the law especially in the area of graft and corruption. Death penalty must be restored as a form of punishment to law offender. The Philippine should go back to a strong party system, strengthening local autonomy and eradicate political dynasty. But most all, as stated by one (1) of the key informants, we should not neglect our spirituality as a driving force toward peace and development for the entire country.

According to Rodriguez (2007), the history of local-central government and executive-legislative relations in the Philippines have created a politics of corrupt deal-making. Instead of national interest, individual and family interests determine policy; instead of rational decision-making, laws and implementation of laws are unpredictable and subject to the uncertainties of areglo. The president has a lot of powers, but without strong political parties has to negotiate with individuals or factions in the legislature. Because in the absence of political parties, local political leaders control votes, the president often cannot get laws and policies implemented locally.

Florencio Abad has a more precise analysis of the problem. He believes that the presidential system has an inherent weakness and tends toward chronic gridlocks. The root cause of the problem is that both the president and the legislators have fixed and independent tenures

rooted in "separate but co-existing democratic legitimacy…, being both directly and popularly elected." Thus it becomes essential to establish a system that does away with these gridlocks and helps establish a more cooperative and unified system of governance.

Table 4. Reasons to whether the federal form of government can address issues in the government

	Frequency	Percentage
It will just distribute the problem.	6	21.42%
It will address economic crisis.	4	14.28%
It should be practice first to appreciate its importance.	2	7.14%
It will cure the defects of the present form of government.	2	7.14%
It will address the needs in the grassroots level.	1	3.57%
Concentration of development in an area will be realized.	1	3.57%
It cannot address the issues and problems of the present form of government.	4	14.28%
It will lessened the number of government officials, in which some of the government agencies will be closed so that available resources will be maximized.	1	3.57%
Strengthened local participation.	2	7.14%
Political unrest might be addressed.	5	21.42%
Total	28	100%

The key informants were asked whether the federal form of government can address issues in the government. Six of the key informants or 21.42% stated that:

"Through federalism, problems will be fairly distributed to states or regions."

Another five (5) or out of twenty-eight key informants said that:

"Political unrest might be addressed through federalism."

Four (4) of them also shared that, "Federalism might be the answer of economic crisis of the country."

However, there were four (4) said that "It cannot address the issues and problems of the present form of government."

Lastly, a few of them said that "It will address the needs in the   grassroots level, concentration of development in an area will be realized and it will lessened the number of government officials, some of the government agencies also will be refrain from operating so that available resources will be more maximized."

Table 8. Level of trust and confidence in a federal system of government

	Frequencies	**Percentage**
A federal form of government is more suitable form of institutional government in the Philippines.		
High	19	51.35 %
Moderate	12	32.44 %
Low	3	8.10%
Uncertain	3	8.10%
Total	**37**	**100%**
With heterogeneity of culture among Filipinos, a federal form of government is appropriate		
High	24	64.86%

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Moderate	8	21.62%
Low	2	5.42%
Uncertain	3	8.10%
Total	**37**	**100%**
It address certain problems to a group, e.g. indigenous people, Muslim groups, or Non-Muslim groups		
High	20	54.05%
Moderate	11	29.73%
Low	2	5.42%
Uncertain	4	10.80%
Total	**37**	**100%**
Participation in local governance among various stakeholders can be more operationalized.		
High	22	59.45%
Moderate	9	24.32%
Low	1	2.7%
Uncertain	4	10.80%
Total	**37**	**100%**
The revision of the Philippine Constitution is necessary to change government structure from unitary to federal.		
High	21	64.28%
Moderate	11	17.85%
Low	2	7.14%
Uncertain	4	10.80%
Total	**37**	**100%**
The federal system can address the centuries old peace and development problems in Mindanao.		
High	19	51.35 %
Moderate	10	27.03%
Low	4	10.80%
Uncertain	4	10.80%
Total	**37**	**100%**
I support federal system of government.		
High	19	51.35%
Moderate	12	32.4%
Low	2	5.40%
Uncertain	4	10.80%
Total	**37**	**100%**
I encourage other Filipinos to support the establishment of a federal system of government.		
High	21	56.76%
Moderate	12	32.43%
Low		0
Uncertain	4	10.80%
Total	**37**	**100%**

Certain shared values among Filipinos can serve as a driving force toward federalism.		
High	21	56.76%
Moderate	9	24.32%
Low	2	5.40%
Uncertain	5	13.5%
Total	**37**	**100%**
I believe violence in various forms can be corrected through greater local political autonomy.		
High	18	48.6%
Moderate	11	29.72%
Low	3	8.10%
Uncertain	5	13.5%
Total	**37**	**100%**
The existence of various active non-government organizations can facilitate of the federal system of government.		
High	20	54.05%
Moderate	10	27.03%
Low	2	5.4%
Uncertain	5	13.5%
Total	**37**	**100%**

The table above shows the level of trust and confidence in a Federal system of government as one that is appropriate for the overall socio-cultural, political, economic, and environmental conditions of the Philippines that might be encountered using a four-point scale where:

1 – means do not know or uncertain
2 – means low
3 – means moderate
4 – means high

Despite of heterogeneity of cultures among the Filipinos, nineteen (19) of the key informants or 67.85% claimed that their level of trust and confidence for Federalism is high. Followed by the participation in local governance among various stakeholders can be more operationalized in the presence of federalism also gains 64.28% from the key informants. Same as with the revision of the Philippine Constitution is necessary to change the government structure from unitary to federal also gains the same percentage from the key informants. Seventeen (17) of the key informants also expressed their support that the existence of various active non-government organizations can facilitate of the federal system of government.

While each of these characteristics of federal system of government gained support from sixteen (16) respondents:

a) A federal form of government is more suitable form of institutional government in the Philippines. It address certain problems to a group, e.g. indigenous people, Muslim groups, or Non-Muslim groups,
b) I support federal system of government,

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c) I encourage other Filipinos to support the establishment of a federal system of government, and
d) Certain shared values among Filipinos can serve as a driving force toward federalism.

Concerning the level of support of federalism, the majority of respondents expressed their opinion that it could work in the Philippines. The majority, however, also claims that their knowledge about federal models as possibilities for adoption is limited. This limitation implies various challenges that could interfere its implementation in the future.

Table 9. Problems/Challenges might be encountered in the implementation of federal system of government of the Philippines

	Frequencies	Percentage
Lack of understanding or awareness on federal form of government	11	31.43%
Political interventions and personal interest	8	22.85%
Resistance among the constituents or people's acceptance	9	25.72%
Presence of the rebel group	2	5.72%
Changing the Constitution through congress	1	2.85%
Budgeting a bigger fund	2	5.72%
Political competition on who is better	1	2.85%
Further entrenchment of local elite interests	1	2.85
Total	**35**	**100%**

The key informants of this study identified several problems or challenges in the implementation of federal form of government of the Philippines. The first and immediate challenge is lack of understanding or awareness on the federal form of government among the constituents where eight (8) of the key informants said:
    "Only few among the Filipinos knows what Federalism is all about. Massive information campaign/education should be given priority to address this problem."
The second challenge concerns the political interventions or opposition in the implementation of Federal form of government. Seven or % of them stated that:
    "Political intervention due to personal interest hinders the implementation of federalism in the country."
The third challenge is the people's acceptance or resistance in the adoption of Federal form of government. Seven of them also said that:
    "The people used to live in a presidential form of government and they believed that changing the present constitution might not be the answer of the present issues confronting our society today."
The fourth challenge is the presence of the rebel group or government protectors cause by the power struggle where two (2) of them said:
    "One of the difficulties in implementing the federal form of government is the presence of the rebel group who were the main protector of politicians, who does not want to embrace federalism."
The fifth challenge is the power struggle and budgeting of a bigger fund in the establishment of federal form of government and two (2) of them said that:

"A bigger funding is needed in the implementation the new form of government."

The sixth (6) challenges are changing the constitution through congress and presence of political competition. Two of them stated each of the challenges:

"The process of changing the present constitution to federal took a long period of time and aside from problem of competition among the states or regions."

Brillantes et.al (2002) undertook the issues and concerns regarding the conversion to federal system from the present unitary structure. Federalism is touted as a possible means to resolve provincial disparities in the country and end the war and development problems in Mindanao brought by separatists' movements, since the structure allows for national and regional units of government to have distinct and overlapping jurisdictions.

However, as some would point, the Moros want a separate nation not autonomy. The creation of the Autonomous Region of Muslim Mindanao (ARMM) ended the tensions for a while but then it resurfaced. Another concern that should be addressed in pushing for a federal system is the capacities and capabilities of the state and local governments. While preparing for federalism, the government should be more decentralized. It is necessary to promote and develop self-reliance in the local governments that will be converted to states. They should have the capability and resources to function effectively as states under a federal government. They should be enabled to respond to the needs and demands of the community and fulfill their roles under a federal set-up. Parallel movement, therefore, of devolution and federalism is vital. The move toward federalism should be purposive and deliberative. The process should also be participatory and broad-based. Various sectors of society must be involved to effect change that will be beneficial to the nation.

IV. CONCLUSION AND RECOMMENDATION
4.2 Conclusion

The foremost concern against a unitary system is that it confers the power to govern exclusively in a central authority. This is best described in the words of Lord Aton "Power corrupts, and absolute power corrupts absolutely." A concentrated power points to misuse and/or abuse. An idea of an "Imperial Manila" at the expense of the many in the regions ensuing economic inequality and political unfairness.

A federal system of government will respond to the overdue longing of local politicians and businessmen to be liberated from the discouraging and costly effects of unwanted centralization and reins of the unitary national government. The structures and process of a decentralized government will enable and thrust the people as well as the independent local governments to be inventive, pioneering and enhance the accountability of the government players (from the employees to the highest elected official). It likewise encourages positive rivalry among   the independent member states nurturing more freedom and home rule.

Establishing such a system will create a significant upsurge in the capabilities of both government and its citizens to deal with the common problems of a highly centralized system (i.e. poverty, injustice, lack of infrastructures and poorly delivered social services). Considering the nation's cultural diversity and social heterogeneity, the federalist structure has a better mechanism to accomplish and endure national unity and sustain shared identity. Contrary to common impression, it will encourage a sturdy national identity on the basis of a diverse socio-cultural and environmental aspect.

Driven by the modernization and post-modernization theories, the Philippines however has been confined to its status as still a developing nation. The 1987 constitution's design was

supposed to reform our political system to remedy our ailing government setup yet it has not enabled its people to genuinely reformat our different agencies to effectively deliver the services. As advocated by many, one of the most promising solution to these problems is the option of a federal system of government. Political leaders of modernity also championed reason as the source of progress in social change, believing that with reason they could produce a just and egalitarian social order.

The result of the study revealed that majority of the key informants showed high level of support that the federal form of government will work in the Philippines. Majority of them recognized federalism as more suitable form of institutional form of government given the heterogeneity of cultures among the Filipinos and geographical condition of the country. They are hopeful that through federalism certain problems of conflict and political unrest in Mindanao will be addressed. Majority of them supported federal for it encourages greater local autonomy. Only few informants expressed that federalism cannot address the issues and problems of the present form of government. According to them, the system will not matter as long as there is genuine moral recovery because what must be changed is the nature and character of the individual. A small majority also admitted that they lack understanding about what federal form of government is.

Hence, this study concludes that several challenges might affect the adoption of federalism in the Philippines. Although federalism received high level of support from among the constituents, presence of oppositions are inevitable. Over time, several political and civic leaders have initiated the move for Philippine Federalism but nothing happened. One of the great challenges of the political leaders and to the constituents of the country, is to be united in pushing a resolution towards adopting federal form of government. The constitution is ready, what lacking is the people who will move forward for the implementation and adoption to fully institutionalized federalism in the country.

4.3 Recommendations

Given the findings and limitations of the study, the followings are recommended for future research, policy review/implementation, and project implementation.
Areas for Future Research
1. To create more efficient qualitative tools for measuring extent of acceptability of federal form of government among the key informants, data gathering instrument should be strengthened especially in the use of interview schedule to ensure validity.
2. Survey questionnaire may also employed in the data gathering at the grassroots level in determining their level of awareness regarding the project.
3. Comparative studies with the used of qualitative or quantitative approach and to also consider conducting this project outside Iligan or for the entire country in order to assessed their level of awareness.
4. In Iligan City, conducting assessment to the grassroots level in order to assess their level of understanding.
5. For future studies, political theory could be employed in research studies to give more emphasis in the political aspect not purely on the social development.
Policy Implications
1. Political leaders must initiate intensive education and campaign programs on federal form of government.

2. Strengthened the youth, civic group and other concerned sectors, and encouraged them to be the catalyst in advocating federalism in the country.
3. Issues in the implementation should be identified and the concerned sectors must be active in crafting action agenda in advocating federalism in the country.

Practical Utilization
1. Implementation of the massive campaign and education of the program should be participated by the non-government organization (NGOs), people's organizations (Pos), women's groups, youth organizations, local government authorities, industry, academe, media, business, and other concerned sectors of society, in coordination with the government sectors.
2. To enhance preparedness of the public through conduct of various seminars regarding the basic premises of federalism.

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Understanding Responses inside Hybrids:
The Case of Turkish University Hospitals

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Abstract

This study aims to explore and understand how a hybrid organization responds to, and which ways it takes in situations when it is insufficient to respond against pressures from the representatives of different institutional logics. The study addresses the issue in scope of university hospitals which confront with and work under institutional complexity. Because these hospitals faced closely with the demands of commercial and servant institutional logics existing in the healthcare field and beyond these, the demands of academic logic which is explored through this study as well. Results of the field study created by using qualitative research techniques reveal that organizations transformed into hybrid form in case of insufficiency of hybridization, apply "refereeing of third party/arbitration" strategy as a response to institutional complexity.

Keywords: institutional complexity, institutional logics, organizational responses, Turkish healthcare field, university hospitals

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1. Introduction

Institutional logics refer to implicit rules and organizational policies that guide behaviors by providing actions, interactions and interpretations (Thornton and Ocasio, 1999). Logics provide the rules for actions to actors, which assist them in tackling ambiguity and cognitive restrictions (Thornton, 2002; Tracey et al., 2011) at the same time they also indicate organizational policies that shape factors in the field as faith and applications which set meaning and context to the organizations so that they can bridge institutions and organizational actions (Reay and Hinings, 2009). Co-existing multiple institutional logics in a field seek for different demands from the organizations so that they cause institutional complexity (Greenwood et. al., 2011). This complexity also causes ambiguity over the goals and priorities of organizations and therefore conflicts arise about the different components of organization (Pache and Santos, 2010; Besharov and Smith, 2014). Organizational responses addressed complexity problem by holding various approaches. While Oliver (1991) classified them as acquiesce, compromise, avoid, defy and manipulate; Kraatz and Block (2008) put them as deleting or marginalizing some of the institutional identities, increasing the cooperativeness among identities, compartmentalizing identities and building a new identity. Pache and Santos (2013) put forward decoupling, compromising, and combining competing logics as organizational responses to complexity. On the other hand, there are also some different studies about the hybrid organizations within the scope of multiple institutional logics in the literature (see for example; Binder, 2007; Pache and Santos, 2010; Tracey et. al., 2011). However, a gap remains in understanding hybrid organizations' action(s) about how hybrids act when it would not be possible to respond institutional pressures properly after hybridization.

Institutional Complexity and Organizational Responses

Most of the studies on institutional logics in the past decade show that multiple logics can be existed simultaneously in the same field (Scott, 2008; Thornton and Ocasio, 2008; Thornton et al., 2012); however, a single dominant logic can prevail in an institutional field (Greenwood, et al., 2010; Lounsbury, 2007)and other logics (usually a single second logic) are competing logics trying to become the dominant one (Reay and Hinings, 2005; McAdam and Scott, 2002:15). However, less attention was given to cases which contain multiple coexisting institutional logics that are prevalent simultaneously (Reay and Hinings, 2009).

More recently, significant researches have emerged which suggest that in a certain field organizations can be under pressure of multiple logics, not all of such logics are in competition, in some cases these logics support each other (Goodrick and Reay, 2011). Thus, it can be said that situations called "institutional pluralism" (Kraatz and Block, 2008) or "institutional complexity" (Greenwood et al., 2010) have emerged, in which organizations are forced to deal with multiple institutional pressures that are usually in competition or conflict.

Pressures by different logics at the field level cause emergence of new organizational forms (Battilana and Dorado, 2010; Tracey et al., 2011), change in the field (Hoffman, 1999) or creation of new fields (Greenwood et al., 2011). In addition, it should be stated that organizations respond differently to institutional pressures (e.g. Greenwood et al., 2011; Oliver, 1991; Pache and Santos, 2013; Boxenbaum and Jonsson, 2008; Jarzabkowski vd., 2010; Binder, 2007). Kraatz and Block (2008) have addressed these responses with a four-part classification. The first one is resisting the tension caused by the complexity and deleting or marginalizing of one or more identities in order to eliminate it; the second is trying to achieve a balance between various institutional demands by increasing the cooperation between identities and creating connections in between. This response is very similar to the strategy of "compromising" in the triple response

classification by Pache and Santos (2013) in which conflicting expectations of an organization are brought together or negotiations with representatives or different logics are held in order to find a means for compromise but total acceptance of any logic is refused. The third response is creation of a new identity in order to adapt to external and multiple pressures, and the fourth is forming good relations with different institutional parties by departmentalizing identities. Lyon and Maxwell (2011) state that certain organizations carry out symbolic activities in order to show their compliance to sources of pressure; similarly, Hamilton and Gioia (2009) emphasize on the use of greenwashing strategy in response to pressures. Other researchers have also asserted that these and similar responses which can be qualified as decoupling (acting as if) are a method to deal with institutional complexity (e.g. Aurini, 2006; Lok, 2010). Pache and Santos (2013) interpret decoupling, which they describe as actual adaptation to demands of a logic they see as more compatible with the goals of their organization while responding to demands of the other logic symbolically, as one of three responses to complexity. Chen and O'Mahony (2006) come up with a response of selective synthesis in which certain practices of various institutional logics are put into use meanwhile others are not.

Differently, organizations can also develop methods for dealing with complexity by altering their organizational structure. This can be carried out by blended hybridization (Chen and O'Mahoney, 2011; Pache and Santos, 2001) or other means of hybridization which is based on structural differentiation (Anand et al., 2007 2007; Kraatz and Block, 2008). Pache and Santos (2013) refers to the hybridization strategy as unification in which compromise is made by bringing together various practices from the repertoire of logics in conflict in an organization.

Hybrid Organizations as a Response to Institutional Complexity

Hybrid organizations are activities, structures, processes and meanings in which certain aspects of multiple organizational forms are brought together to give a new meaning (Battilana and Lee, 2014: 398). Such organizations have internal aspects comprised basic organizational activities, workforce composition, organizational design and organizational culture, inter-organizational relationships with various factors around it form its external aspect (Battilana and Lee, 2014. Various institutional logics are brought together within these organizations (Johansen et al., 2015). In other words, hybrid organizations are organizations that bring factors from various institutional logics together (Battilana and Dorado, 2010). It can be asserted that hybrid organizations are, due to their nature, are arenas for conflicts, as there exists various demands and expectations (Pache and Santos, 2013). Because, these organizations combine conflicting institutional logics in unconventional ways (Battilano and Dorado, 2010; Battilana and Lee, 2014; Boxenbaum, 2006; Gümüsay et al. 2015) and ensure their coexistence in a sustainable manner, despite the conflicts in between (D'Aunno et al., 1991; Pache, 2010). Greenwood et al. (2011) see hybrid organizations as a response to complexity caused by institutional logics and divide them into two as blended hybrid organizations and structurally differentiated hybrid organizations. A structurally differentiated hybrid organization departmentalize the organization and ensures that each sub-unit responds to expectations of a different logic, while blended hybrid organizations combine practices from different logics (Greenwood et al., 2011).

Studies on hybridization until now have analyzed combinations of multiple organizational identities, organization methods and institutional logics (Battilana and Lee, 2014). More specifically, as examples to previous studies, Battilana and Dorado (2010) have studied combination of banking and social development logics in micro finance organization; Gümüşay et al. (2015) studied organizational response of the first Islamic development bank to the conflict

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between logics in terms of their hybridization, without structural segregation or mixing, under the titles of polysemy and polyphony.

2. Method

A lot of studies (e.g. Oliver, 1991; Kraatz and Block, 2008; Reay and Hinings, 2009) addressed how organizations respond to various institutional demands, but the question of "in which situations do organizations give specific responses" have not been fully answered. Also, it can be stipulated that studies on whether multiple logics different from each other can exist simultaneously (Greenwood et al., 2010) and on responses of organizations to complexity caused by multiple logics on the field are required (Greenwood et al., 2011). In this study, we have focused on how organizations respond when subjected to conflicting logics present on the same field. Accordingly, the question asked by the study can be stated as "how do organizations respond to multi institutional pressure caused by institutional complexity and how do they react when their response is not sufficient?" In this study, we focused on university hospitals based on the reports that science and care logics are in competition in organizations that provide medical education (Dunn and Jones, 2010) and occurrence of commercial logic in the field, as stated in certain studies, cause institutional complexity.

The study employs qualitative research techniques in line with the general tendency in the literature (e.g. Goodrick and Reay, 2011). Research data were obtained from the Constitution, laws, reports from relevant governmental institutions and interviews with chief physicians and deputy chief physicians who are directors of university hospitals. Approximately 12 hours of interview were conducted by a total of 5 chief physicians and 5 deputy chief physicians from 5 different faculties of medicine; the interviews were recorded using a tape recorder and then transcription was carried out. The interviews were conducted between March and December of 2015, and we have interviewed some of the hospital directors for a second time. The selection of said directors as interviewees was due to the fact that they were responsible for managing the complexity caused by institutional logics on behalf of their organization and respond to various institutional expectations. The gathered data were investigated using the descriptive analysis method and quotations were included in the text. The objective of the descriptive analysis was to convert raw data to a manner which readers could understand and use if they wish to do so. The data gathered via this type of analysis are initially summarized and interpreted based on predetermined themes, they also frequently include direct quotes in order to reflect views and thoughts of interviewees in a graphic manner (Yıldırım and Şimşek, 2005).

3. Results

The present study which investigates responses to institutional complexity in the example of university hospitals was based on the data gathered by interviewing primary sources, but mostly on document examination from secondary sources. Findings obtained in this context were used in terms of providing an answer to the question of the research.

Complexity Caused by Institutional Logics

University hospitals in Turkey experience a great amount of monetary circulation as they provide services to a large number of patients in addition to their education and research activities, therefore said hospitals should have a commercial logic. As a source of service, university hospitals have a central position in terms of actors that represent institutional logics. Therefore, hospitals are regarded as "primus inter pares". The position of chief physician, revolving fund enterprise and faculty of medicine show pressure to each other and to the hospital

due to this central position of hospitals. As a result, it can be said that these hospitals are subjected to a complexity caused by these three logics and the resulting pressure.

> *"Lecturers working in university hospitals are responsible for educating students, teaching classes and deal with and serve more complex, complicated patients when the need arises; however, they have to make a living and we are way behind in numbers compared to private hospitals. Here, the expectations from us the directors vary. We are required to provide solutions in all aspects."* (Interviewee 6)

> *"Our professors teach classes, even more so than other faculties, but in addition to that, for example, while our professor had to treat a man who has fractured his ribs while falling from an olive tree, professors from other faculties can rest on Sunday evenings if he has morning classes, or travel out of town easily. They don't have to go to night shifts, or spend their New Year's Eve here. We don't have such thing, we are on call 24 hours a day, our professors are required to come to the hospital when called, they have to provide the services required from them. But we don't get what we deserve, of course. We have to continue our academic studies on top of that. Our doctors try to keep up with all of those, and they reflect their distress upon us."* (Interviewee 2)

University hospitals have departments that each represent one logic. The servant logic applies pressure of chief physician, the academic logic on dean of faculty of medicine, and the commercial logic on revolving fund enterprise. Hospital director interviewees talk about this issue as follows:

> *"Our employee personal rights are regulated by faculties of medicine under deanship, for example our leaves, annual leaves, seniority, salary; provision of services is regulated by the chief physician, and monetary issues by the* revolving fund enterprise. *Problems arise when any of those departments have any delay. Deanship/chief of department can pull any academic member from the hospital. In this case, the Chief Physician has no say in this matter. For example, a whole department can attend to a conference, in such case their clinic would be almost closed. In such cases, the chief physician may only request from the deanship not allow such complete attendance."* (Interviewee 9)

The academic logic in university hospitals demand solid education and research, meanwhile the servant logic demands patient satisfaction and the commercial logic demands high income expectations. Below are statements from hospital directors that reflect upon this issue:

> *"You need better service for more patients, only then would qualified assistant would prefer here, but patient calls and asks how much are you paying from the* revolving fund *before coming here. You have to provide good services, also pay well, and also have better academic success. These three put pressure on university hospitals separately."* (Interviewee 1)

> *"Work is more and complex down here. We see our patients, operate, work in the ER, teach students at the faculty of medicine, have graduate residency students practice, and try to increase our income at the same time. There are three different issues basically."* (Interviewee 3)

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The mentioned logic complexity is not the problem of certain organizations, but all university hospitals in the field. Because all of these hospital have been founded based on legal basis and provide services at the same time. The statement below of a hospital director supports this notion:

> *"This tri-fold pressure and conflict is one of our major talking points when we meet with our colleagues in an event or meeting. We listen to residents in this issue and discuss our problems. I've attended to a national conference the other week and at least ten-fifteen percent of the agenda consisted of these issues."* (Interviewee 7)

The statements below from two directors reveal that demands of university hospitals and institutional logics are conflicting logics:

> *"We provide services 24 hours a day, like an ever turning wheel. How are you going to do that with fewer personnel, more personnel would be an additional load on the* revolving fund*? Because the government doesn't finance 4Bs and 4Cs. We are having trouble recruiting experienced personnel, it's hard to meet these numbers with our personnel. For example, in specialty branches, say by-pass surgery pump technicians, pump technicians earn more in the private sector, you want to bring in an oncologist, oncologists earn serious amounts in a private hospital. A marine-underwater doctor for example, we have giant machinery but we can't bring them in because they earn 10 times more in the private sector. These issues disrupt our services and inevitable affect our quality of service."* (Interviewee 5)

A New Role in Management of Institutional Conflicts That May Occur in Hybrid Organizations: Arbitration

We can argue that hybrid organizations survive by blending practices demanded by multiple logics (Battilana and Dorado, 2010), as they are organizations in which multiple institutional logics are dominant. Thus, reaction of organizations against pressure from institutions that control the organization would be towards "hybridization" and therefore they would at least respond to all demands and pressure in one way or another. However, stating one of the original findings of the study, responding to institutional complexity by "hybridization" may not always be sufficient. Institutional logic representative of a hybrid organization may not always have the power or mechanisms required to resolve any conflict or disagreement that may occur. In such cases, relevant representatives would apply to a third party arbiter with the power to resolve their conflict and create a new response within primary response. This secondary response does not remove the primary response, but it rather means that the third person of whom arbitration is requested would prioritize demands or expectations of one of the logics within relevant logic sequence. Looking at the dictionary definition of arbitrator, it can be stated that "the authority/person selected for resolution of conflicts" comes to the forefront. Looking at these issues in terms of current research sample, for example, it could be said that it would be crucial to apply to Rectorship/Rector's arbitration, legally and rightfully, for the management of any conflict that may arise due to Deanship, Chief Physician or Directorate of Revolving Fund Enterprise focusing on its own interest. As mentioned above, the Rector, who is the director of University that is the ultrastructure of the said sub-organizations and who appoints or is the arbiter party of the appointment of Deanship, Chief Physician and Directorate of Revolving Fund Enterprise, would act, based on normalcy that is the result of the current relationship and legal dependence and obligation due to being the provider of legitimacy, would as an arbiter for conflicting pressure and demands faced by the hospital that is a hybrid organization.

In more technical terms, article 16 of the Law no. 2547 prioritizes rectors' initiative in dean appointments. Therefore, appointment and responsibilities of the dean is directly related to the rector. On the other hand, the rector also appoints the director of revolving fund enterprise. This issue is mentioned in revolving fund regulations. For example, article 3 that regulates administrative organs of Çanakkale Onsekiz Mart University revolving fund enterprise regulations state that *"...the authorizing officer of the Enterprise shall be the rector. The rector may assign this authority to his assistants, deans and directors of the institute, the academy or research and application center as he sees fit."* The regulations also state that the rector is responsible for appointment of chief physicians of faculty of medicine hospitals (center director). Article 8 of Çanakkale Onsekiz Mart University Health Center of Application and Research states that *"Center Director (Chief Physician) shall be appointed by the rector among professors or associate professors academy members employed by the Faculty of Medicine as full time employees for a period of three years. The Center Director shall be directly responsible to the rector regarding performance of Center services."*

The fact that each of the directors mentioned above being representatives of an institutional logic provides a basis for the rector being an arbiter in resolution of conflicts between them due to their relationship with the rector. Greenwood et al. (2010) emphasizes on governance as a filter for institutional complexity. Thus, the type of management mechanism of an organization is directly related to management of institutional complexity. Stronger parties in an organization determine which logics will be given priority and which responses will be given to multiple logics (Greenwood et al., 2011). However, it can be argued that current parties within an organization are not always able to resolve conflicts by themselves and apply to an arbiter for resolution.

Statements of a hospital director regarding their application to the rector as an arbiter for the resolution of institutional conflicts and disagreements is quite striking:

> *"What can the rector do? The rector is like a traffic police in some cases...*
>
> *You can say that the arbiter is the traffic police. For example, you've got vehicles waiting in a crossroad and he decides who goes first. Because everyone looks at him. The rector is also the person who has appointed him and who is responsible for spending audits. You see, the Audit Office asks the operating manager but auditing is the rector's responsibility, the rector is indirectly responsible for financial affairs..."*
>
> (Interviewee 3)

The statement below regarding the conflicts between representatives of conflicting logics in university hospitals and their application to the rector as the arbiter is quite meaningful:

> *"The rector decides who goes first, some wait, some goes in. Let me give you a personal example. There was a demand for purchasing of laser equipment -for refraction defects- for the department of optometry when the department of internal diseases was being formed. We thought that the students would benefit from it. Now, how would you buy that to the department of optometry? It's 700 thousand Liras. It's a serious amount No SSI payment, only for special conditions. You have to get that money from the public, from citizens. The chief physician wants to purchase it in order to provide services but we found the price to be high. The operation manager looks at the laser device, an application for refraction defects, and says: "Doctor, there is no refund for this. I will purchase this device for 700 thousand Liras*

but there is no refund. When is its turnaround going to be? We need a feasibility research." Its turnaround is from SSI; you can't make a project based on its turnaround. Because SSI is not buying it, it's not a market in which it can sell it. I mean it's not its area. So, what do you do? You calculate how many people in this city would have refractions problems, who would pay 1000-1500 Liras or 2000-3000 Liras, you will have to find approximately 2000 patients in order to cover its cost with a price between 1000-3000 Liras. Can you find 2000 patients? The operations manager didn't buy it, true story. When the operation manager didn't buy it, the management is under the deanship and the deanship is under the rectorship, he goes to the rector and says: Doctor, I wanted to purchase a device but couldn't." The complainant means "I want to work; he doesn't allow me to." Then the rector said: "Alright doctor, we will subsidize a portion of it through donations." So, he has a budget. There is a donation received regarding the hospital spendings. A portion of this donation was used for that laser. The rector used his initiative there. It was the right decision in terms of conflict management, a good decision in managing the conflict." (Interviewee 1)

Below is another statement from another director on applying to the rector for arbitration by parties which have influence over the hospital:

"You have to pass through several doors to meet with the rector, while someone just knocks on the door and says: "Sir, this is a very important issue, be careful." You just stand there; your wish's and your non-priority affects our patients in terms of explaining their importance. There is an important issue that can be delayed if the rector is not convinced. I mean people may not see its importance. We've seen that during the previous semester. I was also working in the blood center at that time. I told the chief physician there that this region needs a blood center. Because why do you pay the Red Crescent thirty thousand Liras a month out of your pocket? You can save that, it stays in your pocket, plus you can earn it. Then the rector said "I do not think it's appropriate. I'm paying for it, why do you care, I'm paying for it with my money." He didn't agree with me. What happened afterwards? Things changed after two years, we had a new dean and a new chief physician. The first thing they told me was: "We'd like to save the blood money we pay in a month, can we do it?" We can do it. I've submitted a file but nobody cared. "Sir, let's revise it." And we've revised the file. We submitted it and it was considered important this time. Because the rector listens to whatever the chief physician or the operations manager or the dean has to say. We couldn't convince the previous rector back then. "Sir, here's the thing. See, it is for the good of the hospital. There's nothing I'm personally gaining from it. What do I care if we have it or not? I'm neither earning nor losing any money. I'm not being paid if we establish it, but

*the rector has the final say in terms of conflict management. I mean if
you can reach him, it's another issue if you can't..."* (Interviewee 3)

Below are statements from three directors on the rector being the decision maker as an arbiter in cases of conflict:

*".... Now that's what the purchasing commission does anyway,
gathering demands to filter them and determine from an operational
standpoint whether it makes sense or how much we need it in order to
make number based evaluations, but that's not what happens on the
field when you're in the field. In the field they say: You've got a chief
physician there, an operations manager. I know it all." Unfortunately, I
was authorized within the assigned position. Who authorized it? The
rector did. The rector said: "Purchase as you want."* (Interviewee 2)

*"Private hospitals have a board of directors and an appointed director,
meanwhile we have a chief physician in public hospitals and their
influence on doctors is more limited compared to faculties of medicine.
However, faculties have head of departments, deans, chief physicians,
rectors and their area of influence is very wide. Therefore, you've got
multi-heads and you are subjected to a pressure that is not present in
other hospitals. For example, the head of department or the dean can
say I'm not appointing you to polyclinics, don't provide medical
services, do some academic studies, teach, and you have to deal with
that as a director, we apply to the rector if we can't solve it in the
faculty. It gets resolved one way or another but a party gets satisfied
while the other doesn't, sometimes the rector finds a middle ground
and keeps all parties satisfied"* (Interviewee 7)

4. Discussion and Conclusion

In this study, hybridization in university hospitals which consists of sub-organizations controlled by three different institutional logics were investigated. According to the results obtained in this context, response to demands and pressure from academic, commercial and servant logics are given via hybridization, the fact that the strategy of applying to arbitration in case of any conflict that may arise within a hybrid organization has been revealed as an original finding.

It should be mentioned that the study had its limitations in terms of generalization of the results due to the small sample size. Increasing the sample size and use of more advanced analysis techniques could relatively increase reliability of the findings.

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